RESOURCE MANAGEMENT

Managing Wilderness in Provincial Forests

A Policy Framework
December 1989

Province of British Columbia
Ministry of Forests

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Ministry of Forests
Integrated Resources Branch
Recreation Section

Foreword

The *Forest Amendment Act*, 1987 was passed into law on August 17, 1987. That statute recognized wilderness as a resource. It gave the British Columbia Forest Service the mandate and responsibility to consider wilderness in its integrated resource management of provincial forests.

The purpose of this document is to establish current Forest Service wilderness policy. This document sets out Forest Service policy in terms of a comprehensive policy framework as well as providing policy direction on a number of specific issues. This document is based on the discussion paper *Managing Wilderness in Provincial Forests: A Proposed Policy Framework (1988)* and the comments and responses generated by the public review of that discussion paper.

Sections 1.0-2.0 introduce the concept of wilderness and identify the Forest Service's mandate for wilderness management.

Sections 3.0-7.0 provide a framework for the Forest Service's wilderness program, including its purpose, objectives and provisions for wilderness research, inventory, planning and management.

Section 8.0 identifies a number of specific issues and provides policy direction on each. Section 9.0 is a synopsis of the overall direction and intent of this policy.

A glossary of technical terms and a list of references appears at the end.

Your ideas will continue to guide us in interpreting our new wilderness mandate and deciding how to manage wilderness values in provincial forests. We would, therefore, appreciate comments at any time that can help us in adapting and updating this current policy.

Comments on this policy framework may be submitted in writing to:

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Managing Wilderness

Summary

The wilderness issue in British Columbia was brought into focus by the Wilderness Advisory Committee, a group established by the provincial government to study key wilderness issues and to make recommendations.

In response to the committee's report, *The Wilderness Mosaic (March 1986)*, the provincial government developed an overall strategy for managing wilderness resources, including wilderness in provincial parks and provincial forests.

The *Forest Act* was amended on August 17, 1987 to recognize wilderness as a resource in provincial forests. It also gave the B.C. Forest Service the responsibility to consider wilderness in its integrated resource management of these forests.

This policy framework summarizes how the Forest Service has interpreted the new legislation. It also provides direction on specific policy issues.

Mandate

Under Sections 3 and 4 of the *Forest Act*, wilderness is confirmed as a legitimate use of provincial forests. Under Section 5.1, Cabinet may formally designate wilderness areas. Section 5(4) also provides for recognition and zoning of wilderness in areas that have not been formally designated by Cabinet.

Section 5.1 states that no commercial logging is allowed in a wilderness area, which shall be managed and used only for one or more of the following:

- preservation of wilderness;
- any use consistent with preservation of wilderness; and
- any purpose permitted for that wilderness area by or under the regulations.

Section 5.2 specifically does not prohibit mineral and petroleum exploration and development in wilderness. However, these activities must meet all existing guidelines, regulations, and permits.

Purpose and Objectives

The purpose of the Forest Service's wilderness program is to maintain and protect a wilderness resource in relation to other uses of provincial forests to provide maximum overall benefits to British Columbians.

Given the mandate for wilderness in the *Forest Act*, wilderness is defined here to mean *an area of land generally greater than 1 000 hectare that predominantly retains its natural character and on which human impact is transitory, minor and in the long-run substantially unnoticeable.*

The main objectives of the Forest Service wilderness program are:

- Research: to assess the use, demand and value for wilderness;
- Inventory: to develop and maintain an inventory of wilderness;
- Planning: to identify, assess, and recognize wilderness resources; make recommendations on areas that Cabinet may decide to designate as a wilderness area; ensure that wilderness is adequately protected in integrated resource management plans; and,
- Management: to prepare, implement and monitor a Wilderness Management Plan for each designated wilderness area.

Research

The objectives of wilderness research are:

- to assess the use, demand and value for wilderness in order to assist in the overall planning of the wilderness resource;
- to assess the impact of recreational and other resource uses on wilderness; and,
- to assess the opportunity cost of foregoing some resource uses.

Inventory

Wilderness inventory will be developed in part by using the Forest Service's recreation inventory to identify areas that are capable of providing wilderness.

This will include use of the primitive and semi-primitive classes of the Recreation Opportunity Spectrum to assess the quantity of the wilderness resource; and use of the recreation features inventory to determine the quality of the wilderness resource.

This inventory will be presented to the public on maps of different scales: from 1:50,000 for local use to 1:2,000,000 for provincial overviews.

Planning

The Forest Service plans and manages timber, range and recreation (including wilderness) resources, and provides for other resources (including minerals, water, fish and wildlife) through its integrated resource management (IRM) of provincial forests.

The IRM process means that all resources, including wilderness, are considered before making resource management decisions.

Managing Wilderness

Context

The Forest Service will plan for wilderness in the context of IRM and of its recreation program, which aims to provide the public with a full range of recreational opportunities in provincial forests.

Identification process

Wilderness resources may be identified:

- by the Forest Service, through its IRM; and,
- by other agencies, licenced resource users, interest groups or the public by making their interests known to the Forest Service.

The Forest Service will rank wilderness resources in terms of:

- the significance of wilderness values; and,
- the significance of other resource values.

The process will result in the identification of areas that will be subject to further study through the assessment and designation process below.

Assessment and designation process

This is the process by which the Forest Service assesses all resource values, and wilderness resources are either recognized through IRM plans or through recommendations to Cabinet for formal wilderness designation.

In the latter case, ten steps are followed. (see Box 1)

Preparation of management plans

A Wilderness Management Plan will be prepared for each designated wilderness area.

Other IRM plans will provide suitable protection for other recognized wilderness resources.

Management

Management principles

The Forest Service wilderness program will be guided by 10 management principles. (see Box 2 on next page)

Management plans

The Wilderness Management Plan is the primary mechanism for resolving conflicts in designated wilderness areas by:

- documenting the decisions made on management objectives for various areas, or zones within a designated wilderness area;
- providing comprehensive and long-term guidance; and,
- serving as an information reference for managers and users.

The Forest Service will provide for the management of recognized wilderness in other areas in IRM plans.

Box 1

Assessment and designation process

1 ***Terms of reference***

Forest Service prepares draft terms of reference in consultation with affected agencies

2 ***Public notification***

Forest Service solicits public input and prepares terms of reference document

3 ***Information assembly***

Resource values are identified and inventoried

4 ***Analysis***

Resource values are assessed and compared

5 ***Options***

Forest Service prepares a wilderness management options report, which is distributed for public review

6 ***Recommendations***

After public review, the Forest Service forwards its recommendations to Cabinet

7 ***Decision***

Cabinet makes its decision regarding wilderness designation

8 ***Plan preparation***

If the area is designated wilderness, the Forest Service prepares a Wilderness Management Plan

9 ***Plan implementation***

Forest Service implements, enforces and monitors the Wilderness Management Plan

10 ***Plan revision***

Forest Service revises the plan every five years or sooner, if required

Enforcement

The Forest Service will enforce the management of wilderness through:

- information and education;
- performance bonding, fines and other means as required;
- establishing, under the authority of Section 5.1 of the *Forest Act*, a regulation that a regional manager may limit or prohibit specific uses in a wilderness area, or in management zones within a wilderness area, as identified in the Wilderness Management Plan; and,
- working cooperatively with other federal and provincial agencies that have responsiblities for activities in wilderness.

Specific Issues

In addition to providing an overall policy framework for the Forest Service's wilderness program (Sections 3.0-7.0), this framework provides policy direction for a number of specific issues related to the management of wilderness in provincial forests.

Public involvement

Wilderness in provincial forests is a public resource. The meanings, values and uses of wilderness are varied and can be fully articulated only through open discussion.

The policy direction is:

- to apply existing Forest Service policy and procedures on public involvement to its wilderness program; and,
- to cooperate with resource users and the public in managing wilderness in provincial forests. This includes cooperation in preparing policy and plans regarding wilderness.

Coordination of wilderness programs

The provincial government's strategy for wilderness includes areas in provincial parks, recreation areas and provincial forests. Government formed an interagency wilderness liaison committee to ensure coordination in wilderness management.

The policy direction is:

- to cooperate with other government agencies and non-government organizations to ensure coordination of the Forest Service's wilderness program; and,
- to use all available expertise in the field of wilderness management by collaborating with these groups on wilderness research, inventory, planning and management.

Geographic distribution of wilderness

Most British Columbians live in the southern part of the province, while most of the wilderness is in the far north and the coast range.

Box 2

Management principles

What is wilderness?

Principle 1: Wilderness is the remote, undeveloped extreme of the spectrum of land uses that makes up part of the mosaic of land uses of provincial forests.

Principle 2: Wilderness is a distinct resource with inseparable interacting values, such as recreation, wildlife, and heritage.

Why is wilderness managed?

Principle 3: Wilderness is managed for the retention of naturalness and for the benefits it holds for people.

How is wilderness managed?

Principle 4: The management of wilderness is guided by the objectives set out in IRM plans including *Wilderness Management Plans* for each designated wilderness area.

Principle 5: Wilderness management recognizes, through the application of management zones, the variation in naturalness and opportunities for solitude between areas and within a particular area.

Principle 6: Wilderness and adjacent lands are managed in relation to one another.

Principle 7: Wilderness management strives to minimize the environmental and social impacts of human use through education or minimum regulation.

Principle 8: Wilderness preservation requires the management of human use.

Principle 9: In managing use, wilderness-dependent activities are favored.

Principle 10: The use of other resources and activities within wilderness are managed to minimize the impact on the wilderness resource.

The proposed policy direction is:

- to consider the geographic distribution of wilderness in relation to B.C.'s diverse natural environments, its population, and other resource uses; and,
- to provide for the greater demand which may be placed on wilderness resources that are closer to population centres through the IRM process.

Mining in wilderness areas

The *Forest Act* does not prohibit mineral, gas or petroleum exploration or development in wilderness (Section 2.0). Except for the requirements of the *Environment and Land Use Act*, the authority for regulating this industry rests mainly with the Ministry of Energy, Mines and Petroleum Resources (MEMPR).

The Forest Service's control over mining in designated wilderness areas is limited to the question of "how" rather than "whether" mining activities should occur.

The policy direction is:

- to use the Forest Service IRM process to ensure that areas considered for their wilderness values take into account all known subsurface values in consultation with the MEMPR;
- to use existing legislation, guidelines and regulations to plan and manage subsurface resource activities in wilderness;
- to cooperate with the MEMPR in establishing reserves, where mineral claims cannot be staked, or conditional reserves for selected areas to protect critical wilderness values; and,
- to develop a protocol agreement between the Forest Service and MEMPR concerning the management of mineral resources in wilderness.

Impact of wilderness designation on the forest industry

The *Forest Act* specifically prohibits commercial logging in designated wilderness areas (Section 2.0). This does not include the possible cutting of trees for purposes such as safety, trail-clearing or fire and pest management.

A more comprehensive system of land use planning, including wilderness designation, has the potential to reduce the present level of conflict between competing forest resource uses.

The policy direction is:

- to use the Forest Service IRM process to ensure that any decisions regarding wilderness are made only after a full assessment of all resource values including timber values;
- to keep timber licensees informed of any wilderness proposals that could affect their operations;
- to encourage the development of a land use strategy where IRM regional resource priorities can be established; and,
- to encourage the involvement and solicit the expertise of the forest industry in the management of areas that are zoned or designated for their wilderness values.

Access management

Access management, including the management of motorized use, is key to wilderness management.

The policy direction is:

- to prohibit public roads in wilderness;
- to require that all mining roads be closed to the public and be reclaimed in accordance with MEMPR guidelines;
- to prohibit public use of motorized vehicles in wilderness unless specifically permitted; and,
- to work cooperatively with other agencies and resource users, particularly Transport Canada, to minimize the impacts on wilderness of motorized use of navigable waters and airways.

Commercial and public recreational use

British Columbia's wilderness is already extensively used for recreation by commercial operators and by the public.

Some of these uses may be incompatible with wilderness or may be in conflict with each other.

The policy direction is to allow commercial and public recreational use of wilderness, provided that:

- the use is consistent with the preservation of wilderness;
- established uses, either commercial or public, are recognized and conflicts between uses are minimized by encouraging separation into different areas, times or seasons;
- established uses which are incompatible with wilderness are either phased out or are allowed to continue as non-conforming uses;
- expansion of commercial operations or increases in permitted public use levels are consistent with wilderness management objectives for the area;
- facilities are limited to those protecting the wilderness environment and those providing for safety and sanitation (e.g. trails, signs, primitive campsite) except where existing facilites are recognized; and,
- commercial recreational use in wilderness is administered by the Ministry of Crown Lands, the Ministry of Environment, or other appropriate agencies.

Fire and pest management

Wildfires and pest outbreaks are natural occurrences that are generally consistent with the meaning of wilderness. However, they may impact on other, more socially oriented wilderness values or may spread to adjacent areas. Possible management strategies range all the way from taking no action to taking action against all fires or pest outbreaks. The most appropriate strategies will depend on the unique conditions of each area.

The policy direction is:

- to establish fire and pest management strategies in each Wilderness Management Plan;
- to carry out fire and pest management activities so that they have minimum impact on wilderness values; and,
- to allow salvage operations for timber that has been killed by fire, insects, disease, or wind, if public safety, or adjacent commercial forests are threatened, or if such action is in the public interest.

Fish and wildlife management

Fish and wildlife resources are integral parts of wilderness. We need to preserve wilderness to protect critical wildlife populations, including endangered species, and to maintain biological diversity, gene pools and laboratories for biological research.

Fishing, hunting, wildlife viewing and trapping are traditional wilderness activities. The Ministry of Environment has the mandate to manage fish and wildlife resources in provincial forests, including areas designated as wilderness.

The policy direction is:

- to recognize the role of wilderness management in preserving and protecting fish and wildlife resources, locally and globally;
- to allow sports-fishing, hunting, wildlife viewing and the continuation of existing trap lines provided such uses are compatible with wilderness;
- to allow modification of fish and wildlife habitats and populations that are intended to emulate natural processes (such as the use of prescribed fire where wildfires have been suppressed); and,
- to cooperate with other agencies, particularly the Ministry of Environment, so that fish, wildlife and wilderness objectives of all agencies are met.

Range management

Range lands occur throughout much of British Columbia's wilderness. In some of B.C.'s wilderness, ranchers and guide outfitters hold tenures to graze their livestock and horses.

The policy direction is:

- to establish a range management strategy in each Wilderness Management Plan;
- to allow existing tenured grazing of livestock in designated wilderness areas to continue, provided it is consistent with the Wilderness Management Plan;
- to allow new tenured grazing permits or leases in wilderness if they are compatible with management objectives for the area; and,
- to allow recreational horse-use and grazing in wilderness provided such uses are consistent with the management objectives for the area.

Cultural and heritage values

Cultural and heritage values can contribute to the wilderness experience and are an important consideration in wilderness management.

The policy direction is:

- to recognize traditional social and cultural uses in managing the wilderness resource;
- to cooperate with other agencies, particularly the Ministry of Municipal Affairs, Recreation and Culture, to identify cultural and heritage values; and,
- to recognize that strategies for identification and protection of cultural and heritage values are needed in Wilderness Management Plans.

Information and education

Public information and education can be used to communicate management intent, warn of inherent or unusual risk in wilderness travel, and foster in users a wilderness ethic.

The policy direction is:

- to develop information and education programs on wilderness;
- to use information and education to help manage use in wilderness;
- to educate users about the risks of wilderness travel;
- to cooperate with other agencies to encourage commercial wilderness operators to serve as role models and educate their clients in wilderness ethics; and,
- to encourage organized user-groups to play a role in educating their members and the public in wilderness ethics.

Liability

There is inherent risk in wilderness travel and reasonable care must be exercised in wilderness management.

The policy direction is:

- to ensure that reasonable care is taken to inform the public about the risks of wilderness travel;
- to ensure that any Forest Service facilities in wilderness meet reasonable standards of health, safety and environmental quality; and,
- to encourage commercial operators in wilderness to meet reasonable standards of health, safety and environmental quality.

Summary

This policy framework covers diverse aspects of wilderness use and management.

Wilderness in provincial forests will be planned for using the Forest Service's integrated resource management (IRM) planning process, which provides for public involvement.

There are two types of protected wilderness in provincial forests:

- areas recognized (and zoned) for their wilderness values in Forest Service IRM plans, and
- areas designated by Cabinet as wilderness areas.

A visitor to a provincial forest wilderness area could expect to find no public roads, restricted motorized use, limited facilities, generally low levels of dispersed use, and no commercial logging, but possible mining activities.

1.0 Introduction

1.1 Background

Much of British Columbia is currently wilderness - remote, undeveloped tracts of land. These vast lands are a valuable resource but they are shrinking as industrial and some recreational activities erode them at an accelerating rate. These lands are also unevenly distributed, occurring primarily in northern B.C. and the Coast Range. British Columbians must decide what they want to do with their wilderness. That is, they must decide how they want to manage it.

The wilderness issue in British Columbia was brought into provincial focus by the Wilderness Advisory Committee that was appointed on November 15, 1985 by the Honorable A. Pelton, then Minister of Environment. In response to that committee's 1986 report, *The Wilderness Mosaic*, the government developed a general strategy for managing B.C.'s wilderness resources. That strategy covers the federal and provincial park systems, the Forest Service wilderness program in provincial forests and a number of other related programs and designations.

The mandate and responsibility for the Forest Service wilderness program is established by the *Ministry of Forests Act* and *Forest Act* (Section 2.0). The Forest Service wilderness program is, however, only part of the government's overall wilderness strategy. It is also only part of government's emerging system of land use planning for the province. The establishment of wilderness resources constitutes a partial zoning of provincial forests consistent with this overall system of land use planning. By giving an explicit wilderness mandate to the agency most responsible for resource integration, government has given a clear signal that wilderness is to be considered through the integrated resource management and zoning of provincial forests.

The *Forest Act* gives the Forest Service a green light on where to go, but few specifics on how to get there. This policy framework has been developed after considering the input received on the discussion paper *Managing Wilderness in Provincial Forests: A Proposed Policy Framework (June 1988)*. This policy framework interprets the new legislation and guides the Forest Service in implementing this new government direction.

1.2 Meanings, values and uses of wilderness

In simplest terms, wilderness is a condition of remoteness and naturalness. Beyond this, the refinements and debates begin. For example, remoteness can mean remoteness from settlement or remoteness from access. And naturalness can be assessed relative to social modification or environmental modification.

Much of the controversy surrounding the meaning of wilderness has to do with the questions "how remote and natural before it is wilderness?" and "do you preserve or use wilderness to realize wilderness values?". Much of wilderness management has to do with seeking concensus on these questions.

Current meanings and understandings of wilderness are anything but straight forward or unanimous. To some, wilderness is viewed as a non-renewable resource whose amount and value are diminished by any human intervention or use. To others, wilderness is viewed as a resource whose main value is realized only through human use.

These seemingly paradoxical meanings of wilderness can be partly understood by categorizing wilderness philosophies as either "biocentric" or "anthropocentric". Biocentric philosophies view wilderness primarily from an ecological perspective and emphasize "the retention of naturalness". Anthropocentric philosophies view wilderness primarily from a sociological perspective and emphasize "recreational use and enjoyment".

Within this philosophical context, wilderness is generally recognized as having a wide range of psychological, social, cultural, economic and scientific values and uses.

The more commonly cited values and uses of B.C.'s wilderness are:

- protecting examples of B.C.'s diverse biophysical settings, including its wildlife habitat, water quality and scenic beauty;
- preserving unique natural ecosystems, including rare or endangered species, biological diversity and gene pools;
- conserving natural areas for educational and scientific study by providing benchmarks for biological research;
- providing opportunities for backcountry recreation and solitude, including the physical and psychological benefits of a wilderness experience;
- knowing that future generations will have wilderness, knowing that in the future there is the option to go there if you choose, and just knowing that wilderness exists;
- providing a suitable resource base for B.C.'s growing tourism economy and its "supernatural" marketing theme, including opportunities for guide-outfitters and other commercial wilderness operators; and
- preserving cultural and heritage values including the social systems and lifestyles of B.C.'s native peoples and rural based populations.

The meaning of wilderness, therefore, is very individual and personal. Each of us understands, values and uses wilderness in our own way, either directly or vicariously. As a society, our relationship to wilderness has evolved and will continue to evolve.

The term wilderness, as developed and used in this policy framework, describes a relatively remote and undeveloped area that makes up part of the mosaic of land uses in B.C.'s provincial forests. Given the legal basis for wilderness as established in the *Forest Act*, this policy framework defines wilderness as:

> *"an area of land generally greater than 1000 hectares that predominantly retains its natural character and on which human impact is transitory, minor and in the long-run substantially unnoticeable."*

In addition to this working definition of wilderness, the collective direction provided in this policy framework further defines wilderness as a legal entity under the *Forest Act*.

1.3 Wilderness and integrated resource management

The Forest Service is chief steward of the extensive provincial forests, which cover about 85% of B.C.'s total land base.

Provincial forests are established over areas that best serve B.C. by providing a mix of timber, forage, outdoor recreation, wilderness, water, fisheries and wildlife.

Over half of the provincial forest area consists of non-forest lands. The Forest Service is responsible for coordinating and integrating the uses of all the resources on these publicly-owned lands in a way that maximizes social, economic, and environmental benefits to the province.

Wilderness, therefore, is but one of a spectrum of uses of provincial forest lands. Within provincial forests, plans must accommodate watershed protection, wildlife management, timber production, mineral exploration and development, livestock grazing, outdoor recreation and tourism, and other potential uses. This requires careful consideration of how each use impacts on other uses, not only at the same time in the same place, but also in different times and places.

In order to realize, now and in the future, a full set of resource benefits from provincial forests, it is necessary to consider all resources, including wilderness, in an integrated resource management framework.

Integrated resource management (IRM) does not mean providing for all uses in all areas or multiple use on every hectare of land. It means identifying, assessing and comparing all resource values and providing for a regional mosaic of land uses. Such a mosaic would normally include some areas which are managed primarily for resource extraction and other areas which are managed primarily for their wilderness values.

The Forest Service regularly consults with other resource agencies, industries, and the public in this IRM process.

1.4 Forest Service recreation program

Wilderness management is now an explicit component of the Forest Service's long-standing recreation program. The purpose of the recreation program is to provide the opportunity for recreation experiences and benefits by protecting recreation resources in provincial forests and managing their use. Through integrated resource management, recreation staff work with other specialists and the public in attempting to balance and harmonize the demands on the forest.

The Forest Service recreation program recognizes the many diverse outdoor recreation activities which need to be provided for in provincial forests, ranging from passive enjoyment of scenery, to the physically demanding challenges of mountaineering and kayaking, to motorized activities such as snowmobiling and trail bike riding.

The Forest Service recreation program identifies and manages a full spectrum of recreation opportunities from developed facilities to wilderness, which provide a unique opportunity for B.C. residents and tourists. For example, approximately two million people each year take advantage of the Forest Service's more than 1000 recreation sites and thousands of kilometres of trails.

Landscape management is an important component of the recreation program since scenic quality is a major factor in the recreational enjoyment of Crown land, for residents and visitors alike. The Forest Service's *Forest Landscape Handbook* addresses this important area.

The Forest Service recreation policies *(Ministry Policy Manual)* and procedures *(Recreation Manual)* set out the program's existing framework for the management of recreation values and opportunities on provincial forests.

2.0 Mandate

The Forest Service's mandate for managing wilderness in provincial forests is established by the *Ministry of Forests Act* and the *Forest Act*.

Under Sections 4b and 4c of the *Ministry of Forests Act*, the management, protection, conservation and planning of the forest (including recreation and wilderness) and range resources are included in the purposes and functions of the Forest Service. This establishes the Forest Service's basic mandate for integrated resource management and the long-standing, implicit mandate for wilderness management.

Sections 2, 3, and 4 of the *Forest Act* state that the Forest Service must inventory, assess, and classify land for its potential for (a) growing trees continuously, (b) providing for forest and wilderness oriented recreation, (c) providing forage for livestock and wildlife, (d) conserving wilderness, and (e) accommodating other forest uses.

Section 5 establishes wilderness as a legitimate use of provincial forests. Specifically, Section 5(4) provides for administrative recognition and zoning of wilderness within provincial forests in areas that have not been formally designated as wilderness areas under Section 5.1.

Section 5.1, as mentioned, provides for designation of wilderness areas as follows:

(1.) *"The Lieutenant Governor in Council may designate any Crown land in a provincial forest as a wilderness area, cancel such designation or amend the boundaries of a wilderness area.*

(2.) *A wilderness area shall be managed and used only for one or more of the following:*
- *preservation of wilderness;*
- *any use consistent with preservation of wilderness;*
- *any purpose permitted for that wilderness area by or under the regulations.*

(3.) *No person shall carry on commercial logging in a wilderness area.*

(4.) *Unless permitted by the regulations and a permit, where a permit is required by the regulations, no person shall use or occupy land in a wilderness area in a manner that is inconsistent with preservation of wilderness."*

Stripped of its legal formalities, Section 5.1 means that:

- Cabinet may designate any Crown land in a provincial forest as a wilderness area. Wilderness designation means that the wilderness resource, including wilderness oriented recreation, is given priority, although some development may occur. Cabinet may cancel the designation or change the boundaries but only to the benefit of the province;
- no commercial logging shall be allowed in a wilderness area. However, trees may be cut for management purposes such as fire or pest management or trail building; and
- a wilderness area shall be managed only for the preservation of wilderness, for any use that does not threaten that preservation, or for any purpose permitted by the regulations.

Section 5.2 of the *Forest Act* establishes that mineral and petroleum exploration and development in designated wilderness areas are specifically not prohibited.

However, these activities are required to follow all guidelines, regulations and permits.

In summary, two distinctive types of wilderness are recognized and protected under the *Forest Act*. Wilderness resources may either be administratively recognized and zoned as provided for in Section 5(4) by the *Forest Act*, or designated by Cabinet as a wilderness area through Orders-in-Council under the authority of Section 5.1.

3.0 Purpose and objectives

The general purpose (or mission) of the Forest Service is to manage and protect the Crown's forest and range resources to provide maximum economic and social benefits to all British Columbians.

Forest resources include timber, recreation, wilderness, water, fisheries and wildlife resources.

The purpose and objectives of the Forest Service wilderness program are part of, and consistent with, the Forest Service's overall purpose and functions.

3.1 Purpose

The general purpose of the Forest Service wilderness program is:

> *To maintain and protect a wilderness resource in relation to other uses of provincial forests to provide maximum overall benefits to all British Columbians.*

In accomplishing this general purpose, the Forest Service will, more specifically:

> *Maintain and protect a wilderness resource representing B.C.'s diverse natural environments and provide the opportunity for a wilderness experience, now and in the future, through land allocation decisions within provincial forests and management plans for specific areas in keeping with the concepts and principles of integrated resource management.*

This purpose establishes the Forest Service wilderness program as a land allocation and resource management tool.

The application of this tool would result in the identification, designation and management of specific areas for their wilderness values, but only after considering the impacts on resource users through regular consultation with resource agencies, industries and the public, in accordance with the concepts and principles of integrated resource management.

This purpose is consistent with the governing statutes and the overall purposes and functions of the Forest Service.

3.2 Objectives

The Forest Service wilderness program has four main objectives covering the areas of Research, Inventory, Planning and Management.

These objectives are intended to carry out the purpose of the wilderness program. They establish clear direction for all program activities and enable efficient and effective program delivery. These objectives are shown in the following page.

Objectives

- Research: to assess the use, demand and value of wilderness as one of B.C.'s resource values and land uses;
- Inventory: to develop and maintain an inventory of B.C.'s wilderness resource;
- Planning: to identify and assess wilderness resources; to administratively recognize wilderness resources; and to make recommendations regarding Order-in-Council designation of wilderness areas;
- Management: to ensure that recognized wilderness resources are adequately protected in integrated resource management plans; and to prepare, implement and monitor a Wilderness Management Plan for each designated wilderness area.

In order to meet these objectives, a wilderness action plan will be prepared and updated annually to guide the Forest Service's wilderness program.

The progress, accomplishments, and decisions regarding wilderness management will be reported in the Forest Service's and the integrated resources program's annual reports.

4.0 Research

Forest Service research needs in wilderness management will be identified by the ministry's recreation program and carried out or coordinated by the ministry's research program.

The objectives of this research will be:

- to assess the use, demand, and value for wilderness in order to assist in the overall planning of the wilderness resource;
- to assess the impacts of recreational and other (permitted) resource uses on wilderness in order to assist in the management of the wilderness resource; and
- to assess the opportunity cost of foregoing other resource uses.

These objectives will be met by:

- cooperating with other agencies, universities, and local, provincial, national and international government and non-government groups (Section 8.2), and encouraging their role in research;
- emphasizing the application of existing research in other jurisdictions to B.C. conditions; and
- initiating B.C. studies as required.

Research activities will be guided, initially, by the following priorities:

- development and implementation of surveys for assessing the use, demand and value of wilderness;
- development and implementation of studies for determining environmental and social carrying capacities and limits of acceptable change;
- assessment of the impacts of motorized and non-motorized uses on wilderness;
- assessment of the environmental and social impacts of fire and pest management activities on wilderness;
- development of management guidelines, in cooperation with the Ministry of Energy, Mines and Petroleum Resources, for mineral, coal, petroleum and natural gas exploration and development in wilderness;
- development of management guidelines for implementing road restrictions and closures; and
- development of management guidelines, in cooperation with the Ministry of Crown Lands and the Ministry of Environment, for managing commercial and public recreational use in wilderness.

5.0 Inventory

The Forest Service inventory of the wilderness resource will be coordinated and carried out by the ministry's recreation program as follows:

- Use of the Forest Service recreation inventory to determine areas which may have wilderness values and are potentially capable of providing wilderness experiences. This would include the use of the primitive and semi-primitive Recreation Opportunity Spectrum (ROS) classes to to assess the amount and distribution of the current wilderness resource.
- Use of the Forest Service recreation features inventory, in conjunction with inventories by other agencies (e.g. tourism capability maps, wildlife and fisheries special areas inventories), to assess the quality of the wilderness resource, including the identification of unique, highly significant or sensitive features.
- Maintenance of the ROS and features inventory as part of the normal recreation inventory update process through on-going field assessments, coordination with the inventory programs of other agencies and groups, and public consultation.

- Communication of the above ROS and features inventory by making it available at the following map scales:

Scale	Purpose	Responsibility of
1:2,000,000	• provincial overviews	• Recreation Section
1: 600,000	• regional planning	• Forest Regions
1: 250,000	• TSA/TFL planning	• Forest Districts and TFL licensees
1: 50,000	• preparation of Wilderness Management Plans	• Forest Districts

- Use of the Forest Service's *Biogeoclimatic Zones of British Columbia* and the Ministry of Environment's *Ecoregions of British Columbia* to assess the distribution of wilderness resources in terms of representing B.C.'s diverse natural environments.
- Use of other Forest Service resource inventories, and inventories by other agencies, to determine other resource interests and commitments such as timber (e.g. the net forest land base) and mineral resources (e.g. mineral potential) in order to assess the expected future supply of the wilderness resource.
- The above inventory will be digitized on Geographic Information Systems (GIS) for analysis purposes.

6.0 Planning

The Forest Service manages timber, range, and recreation (including wilderness) resources, and provides for other resources through its integrated resource management (IRM) of provincial forests.

This process, as set out in the Forest Service *Resource Planning Manual*, consists of five hierarchical decision-making levels, ranging from broad province-wide policies to detailed, area-specific development plans. Priorities at each level influence those set at all other levels.

The five IRM planning levels are:

Level 1: Provincial policies
Level 2: Regional plans or priorities
Level 3: Forest management planning (for TSAs and TFLs)
Level 4: Local resource use planning (LRUP)
Level 5: Resource development planning

The IRM process, which includes consultation with other resource agencies, industries and the public, means that all resources, including wilderness, are considered before resource management decisions or land use recommendations are made. The application of IRM (see Section 1.3) results in a regional mosaic of land uses or resource emphasis areas. This would normally include timber emphasis areas and areas managed for their wilderness values.

Therefore, through IRM, a land use strategy can be geographically shown for provincial forests. For example, land use decisions can be identified by mapping resource emphasis areas in resource management plans (Level 3) for Timber Supply Areas (TSAs).

Planning for the provincial forest wilderness resource will be carried out as part of this IRM process. This includes:

- the context within which the wilderness resource is considered (Level 1);
- the process by which areas are identified for their wilderness values (Levels 2 and 3);
- the process by which areas are assessed, and wilderness resources are either administratively recognized through IRM plans (Level 3 or 4) or recommendations regarding wilderness designation are made to Cabinet (Level 4); and
- the preparation of a management plan for each designated wilderness area (Level 5) or suitable IRM plan for other recognized wilderness resources.

6.1 Context (Level 1)

The Forest Service will consider the wilderness resource in the context of:

- government direction and overall Forest Service policy and programs;
- provincial level overviews of the wilderness resource including interagency overviews, and the development of a Forest Service system plan;
- Forest Service regional and district level management objectives for the full Recreation Opportunity Spectrum; and
- existing Forest Service integrated resource management (IRM) plans.

The Forest Service system plan will identify priority areas for further study by reflecting regional priorities (Section 6.2), government strategies, and the needs and interests of other resource agencies and users.

6.2 Identification process (Levels 2 and 3)

The Forest Service will use its existing IRM processes, including their provisions for public involvement and interagency consultation, to identify important wilderness resources. This process is an on-going process which will be continually reassessed and revised as IRM plans, other agency objectives, public input or other factors change. In particular, wilderness resources:

1. may be identified:

   - by the Forest Service through each IRM planning level, including development of provincial overviews, regional priorities, planning for Timber Supply Areas and Tree Farm Licence (TFL) areas, and Local Resource Use Planning (LRUP) processes;
   - by TFL licensees through their development or revision of TFL Management and Working Plan;
   - by other agencies through their identification of the land base needs to meet their agency objectives; or
   - by licenced resource users, interest groups or members of the public by making their interests known to the Forest Service (Executive, Regional or District Offices) and by providing reasonable basis for their interests.

2. must meet the definition of wilderness as given in Section 1.2 (i.e. normally areas classified by the Forest Service recreation inventory as primitive or semi-primitive), and;

3. will be ranked in terms of:

   - the significance of wilderness values, including ecological and recreational features; and
   - the significance of other resource values.

Where wilderness values are relatively similar, ranking will place higher priority on areas where other resource interests, such as timber or mining, are lower. This will be done to determine if wilderness resource values can be provided for in areas with lower resource conflicts.

This identification process will be done for both IRM Levels 2 and 3 and will both identify and rank individual areas which would be subject to the assessment and designation process below (Section 6.3). This process will enable prompt identification of areas that will not be further evaluated with respect to their wilderness values. This process will be done in consultation with other agencies, industries, and the public as provided for in IRM.

6.3 Assessment and Designation Process (Levels 3 and 4)

This includes the process by which areas are assessed, and wilderness resources are either 1. administratively recognized and protected through Level 3 or 4 IRM plans (e.g. TSA/TFL plans, LRUP), or 2. recommendations regarding OIC wilderness designation are made to Cabinet through Level 4 IRM planning (a LRUP called the wilderness assessment and designation process).

1. The assessment of areas that may be administratively recognized and managed for their wilderness values will primarily be done through Level 3 IRM plans for TSAs and TFLs.
   Areas will be administratively recognized or zoned for their wilderness values by:

   - setting and mapping the management objectives for the full Recreation Opportunity Spectrum in keeping with IRM principles; and
   - establishing land use priorities through the mapping of resource emphasis areas.

   The above may also be assessed or be further refined in Level 4 Local Resource Use Plans.

2. The assessment of areas where OIC wilderness designation may be recommended will consider the identified priority areas (in Section 6.2)
   Identified priority areas (in Section 6.2) will be considered for further assessment by:

   - following the wilderness assessment and designation process outlined in Table 1;
   - providing for the identification and assessment of all resource values by, or to the satisfaction of, the responsible agency; and
   - comparing resource values to the fullest extent possible, which may include procedures for benefit/cost analysis.

The wilderness assessment and designation process involves a Level 4 Local Resource Use Planning process.

During this process, land uses will be regulated so that land use options and decisions are not preempted.

6.4 Preparation of management plans

1. The protection and management of lands where (non-designated) wilderness values are administratively recognized or zoned (i.e. given resource emphasis) in provincial forests (from Section 6.3) will be provided for:

   - in Level 3 IRM plans for TSAs and TFLs by preparing appropriate management guidelines in consultation with other agencies, licensees and the public in accordance with the management principles in Section 7.1; and
   - in Level 4 Local Resource Use Plans where the above areas and guidelines will be further refined through more consultation.

2. A Wilderness Management Plan will be:

   - prepared for each designated wilderness area in accordance with the management principles in Section 7.1 and procedures in Section 7.2.

Table 1: The wilderness assessment and designation process.

Assessment and designation process

1. *Terms of reference*[a]

   Forest Service preparation of draft terms of reference in consultation with affected agencies[b] (e.g. B.C. Parks with respect to their Park System Plan) and approval by the Forest Service Executive.

2. *Public notification and involvement*[c]

   Notification and solicitation of public input including review of draft terms of reference, identification of active planning participants, Forest Service preparation of Terms of Reference Document.

3. *Information assembly*

   Identification and inventory of all resource values, preparation of assumptions or reports.

4. *Analysis*

   Assessment and comparison of all resource values which may include benefit/cost procedures, preparation of assumptions or reports.

5. *Options*

   Development of land use options, Forest Service preparation and public review of Wilderness Management Options Report. This report will address designation options for the area, including boundary alternatives and any critical management issues that relate to these options.

6. *Recommendations*

   Forwarding of recommendations regarding wilderness designation from Regional Manager to Forest Service Executive, with Integrated Resource Branch and Wilderness Liaison Committee review before submission of recommendations to deputies and Cabinet.

7. *Decision*

   Cabinet decision regarding wilderness designation and appropriate special management conditions for the area.

8. *Plan preparation*

   Preparation of a draft Wilderness Management Plan for public review or other plan consistent with designation decision. This step may need to precede Step 6 where management issues are critical.

9. *Plan approval and implementation*

   Implementation, enforcement and monitoring of the approved Wilderness Management Plan or other plan.

10. *Plan revision*

    Plan revision every five years or sooner as required (see Section 7.2). Major plan revisions that include consideration to cancel wilderness designation or amend the boundaries of the wilderness area will require repeating all of the above steps.

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a. Step 1 is preceded by the totality of on-going inventory and resource user communication associated with planning context (Section 6.1) and the identification process (Section 6.2).

b. Agencies normally consulted include the Ministries of Environment; Parks; Crown Lands; Energy, Mines, and Petroleum Resources; Tourism and Provincial Secretary; and Municipal Affairs, Recreation and Culture.

c. Public involvement also occurs at subsequent steps and includes involvement by licensees, local governments, interested organizations and individuals.

7.0 Management

The framework for Forest Service management of wilderness resources, including designated wilderness areas, is presented here in terms of:

- the principles underlying the Forest Service's wilderness management philosophy;
- the documentation of decisions made for the management of wilderness resources; and
- the enforcement authority required to achieve stated management objectives.

7.1 Management principles

The Forest Service management of wilderness resources will be guided by the following management principles (adapted from Hendee *et al.*, 1978):

7.2 Management plans

A Wilderness Management Plan is to be prepared for each designated wilderness area and is to:

- be prepared in accordance with Forest Service procedures for LRUP as established in the *Resource Planning Manual*, which provides for consultation and involvement by all interested and affected parties;
- document and communicate the decisions made regarding the management objectives for the designated wilderness area;
- provide comprehensive and long-term guidance for the management of the designated wilderness area;
- serve as an information reference for all users;
- be prepared by the Forest District(s) in draft for public review using the format shown in Table 2 as a guideline, and be revised considering input received;
- be approved by the Regional Manager(s); and
- be reviewed and revised every five years or sooner.

Management principles

What is wilderness?

Principle #1 Wilderness is the remote, undeveloped extreme that represents one spectrum of land use, and makes up part of the mosaic of land uses of provincial forests. Wilderness represents the primitive and semi-primitive end of the Recreational Opportunity Spectrum.

Principle #2 Wilderness is a distinct, composite resource with inseparable parts (recreation, wildlife, heritage and other values and their interactions). Wilderness must be managed recognizing all of the components of the ecosystem.

Why is wilderness managed?

Principle #3 Wilderness is managed for the retention of naturalness, and to provide opportunities for solitude and recreational use and enjoyment for people both now and in the future. Human values and benefits are derived, while preserving wilderness character.

How is wilderness managed?

Principle #4 Wilderness management is guided by the objectives established for each area in integrated resource management plans, including Wilderness Management Plans for each designated wilderness area.

Principle #5 Wilderness management should recognize, through the application of management zones, the variation in naturalness and opportunities for solitude between areas and within a particular area.

Principle #6 Wilderness and adjacent lands should be managed in relation to one another. Wilderness must be viewed in context of other provincial forest lands, recognizing that buffer zones will not be created.

Principle #7 Wilderness management should minimize the environmental and social impacts of recreation use through education or minimum regulation.

Principle #8 Wilderness preservation requires the management of human use, including the application of environmental and social carrying capacities.

Principle #9 In managing use, wilderness-dependent activities should be favored. The sight, sound and other tangible evidence of motorized equipment or transport should be minimized wherever possible within wilderness.

Principle #10 The use of other resources and activities within wilderness should be managed in a manner either compatible with, or with minimum impact on, the wilderness resource.

The management of lands where (non-designated) wilderness values are administratively recognized or zoned will be through Level 3 and 4 IRM plans as described in Section 6.4.

7.3 Enforcement

The management of wilderness resources will be enforced by:

- information and education (Section 8.12);
- performance bonding, fines and other means as required;
- the establishment under the authority of Section 5.1 of the *Forest Act* of appropriate regulations for designated wilderness areas, including the following:

  A Regional Manager may limit or prohibit specific uses or use levels in a designated wilderness area, or in management zones within a wilderness area, as identified in the Wilderness Management Plan for the area;

- working cooperatively with the Ministry of Energy, Mines and Petroleum Resources recognizing their authority in the regulation of exploration activities;
- working cooperatively with the Ministry of Environment and recognizing their role in regulating fish and wildlife use, environmental protection, enforcement and outdoor recreation safety;
- working cooperatively with the Ministry of Crown Lands recognizing their role in administering and regulating commercial recreation uses; and
- working cooperatively with Transport Canada, B.C. Aviation Council, and other appropriate agencies, groups and individuals, to minimize the adverse use of motorized use on navigable waters and airspace in wilderness through regulation, management plans, information and education (e.g. notice to aviators).

Table 2: The Wilderness Management Plan

Table of Contents

1.0 Introduction

- 1.1 Area description (including legal description, OIC text, tenures, occupancy rights and jurisdictions)
- 1.2 Summary of biophysical and cultural resources
- 1.3 Summary of other resource values (e.g., mineral, forage)
- 1.4 Summary of uses
- 1.5 Summary of wilderness values

2.0 Management objectives

- 2.1 Resource management objectives
- 2.2 Use management objectives
- 2.3 Management zones

3.0 Operational requirements

- 3.1 Recreational use management
- 3.2 Trails and facilities
- 3.3 Signing
- 3.4 Information and education
- 3.5 Occupancy and structures
- 3.6 Fire and pest management
- 3.7 Fish and wildlife management
- 3.8 Range management
- 3.9 Cultural and heritage values
- 3.10 Mineral and petroleum exploration and mining
- 3.11 Administration and enforcement

4.0 Plan implementation (including management responsibilities and requirements for funding or special regulations)

5.0 Plan monitoring (including provisions for review and revision)

NOTE: *This is a suggested table of contents which may be narrowed or broadened depending on the management concerns in any particular wilderness area.*

8.0 Specific issues

In addition to the overall policy framework for the Forest Service wilderness program (Sections 3.0-7.0), this paper recognizes a number of specific issues surrounding the management of the provincial forest wilderness resource.

For each issue identified, this paper gives a brief background, sets out policy direction, and provides a rationale for the policy direction.

8.1 Public involvement

Background

B.C.'s provincial forest wilderness resource is a public resource. It is situated on Crown lands and ownership is vested in the people of the province.

The meanings, values and uses of wilderness are intrinsically personal (Section 1.2) and can be fully articulated only through open discussion and debate.

The Forest Service has in place policies *(Ministry Policy Manual)* and procedures *(Resource Planning Manual)* to provide for public involvement in its integrated resource management (IRM) of provincial forests for each level of planning.

The Forest Service makes resource management decisions with the assistance of public involvement. The Forest Service approach to public involvement is an attempt to bring the Forest Service, other resource agencies, industry, and the public together in cooperative forums.

The objectives for public involvement include:

- to actively seek advice from individuals, groups, organizations, and industry;
- to be flexible and responsive to needs and concerns voiced by the public;
- to encourage regular communication among resource managers and users; and
- to provide Forest Service managers with a choice of involvement methods to work with when resolving local issues.

Public involvement normally involves informational and consultative methods including the distribution of material for public review (e.g. discussion papers, information packages, draft plans), public meetings and workshops.

Forest Service policy also provides for extended involvement of the public where issues are major, complex or particularly controversial.

Policy direction

- to apply existing Forest Service public involvement policy and procedures to its wilderness program, and inform the public of its opportunity to be involved in various IRM planning processes; and
- to work cooperatively with resource users and the public in managing wilderness in provincial forests at each level in the IRM planning process, from developing provincial-wide policies on wilderness management to developing Wilderness Management Plans for each designated wilderness area.

Rationale

This policy direction emphasizes the importance and necessity of open discussion and debate in defining and managing the wilderness resource. This policy is consistent with existing Forest Service policies and government direction for public involvement.

8.2 Coordination of wilderness programs

Background

B.C.'s Provincial forest wilderness resource is only part of the global wilderness resource. The Forest Service wilderness program is only one of many wilderness programs.

There are numerous provincial, national and international government and non-government organizations with mandates, or interests, in wilderness management.

The provincial government's current strategy for wilderness includes:

1. wilderness zoned in provincial parks and recreation areas managed by B.C. Parks; and
2. wilderness either designated by OIC or zoned in provincial forests managed by the Forest Service.

Other protected area programs which may be wilderness-related include ecological reserves and wildlife management areas.

In addition, the federal government recognizes wilderness in various national parks.

Each of these programs has its distinctive purpose, objectives and management philosophies.

The provincial government has chosen, at this time, not to endorse the Wilderness Advisory Committee's recommendation to establish a Natural Areas Advisory Council.

Instead, it set up a Wilderness Liaison Committee (WLC) to ensure inter-agency coordination in wilderness management.

The WLC is advisory to the Deputies Committee on Environment and Land Use, and includes representation from the Ministries of Environment; Forests; Parks; Energy, Mines and Petroleum Resources; Tourism and Provincial Secretary; Municipal Affairs, Recreation and Culture; and the Cabinet Secretariat.

Policy direction

- to work cooperatively with other wilderness programs and to ensure that the Forest Service is informed about the purposes, objectives and activities of other wilderness-related provincial and national government programs and non-government organizations;
- to work cooperatively with other provincial agencies, through participation on the Wilderness Liaison Committee and through Region/District consultation with other agencies, to ensure coordination of the Forest Service wilderness program with the related programs of other agencies; and
- to utilize all available expertise and resources in the field of wilderness management, including the Forest Service Research Branch, other provincial and federal agencies, universities and colleges, non-government organizations, and publications of the U.S. Forest Service, by collaborating with these groups on wilderness research, inventory, planning and management.

Rationale

This policy recognizes that the most efficient and effective means of managing wilderness for the benefit of the resource and the user is through a climate of cooperation, a free flow of ideas and information and the deliberate coordination of different but complimentary wilderness programs. This policy acknowledges that the intent of the *Forest Amendment Act*, 1987 was not to create a duplicate parks system but to provide for close communication between B.C. Parks and an emerging Forest Service wilderness program. This policy enables, in principle and where feasible, Forest Service participation in jointly funded projects.

8.3 Geographic distribution of wilderness

Background

Most British Columbians live in the lower mainland or the southern part of the province. In sharp contrast, most of B.C.'s existing wilderness is in the Coast Range or the far north. The opportunity for a wilderness experience is therefore more readily available to some B.C. residents than to others. British Columbia's existing wilderness is also unevenly distributed with respect to the province's diverse and unique natural environments.

Policy Direction

- to consider the geographic distribution of wilderness in terms of the distribution of existing protected areas, demand for additional areas representing B.C.'s diverse and unique natural environments and features, and other resource values, in both interagency provincial level overview studies and in the development of a Forest Service systems plan of the provincial forest wilderness resource; and
- to provide for the greater demand which may be placed on wilderness resources closer to population centres by assessing resource values at the regional and district levels through existing integrated resource management (IRM) processes (e.g. resource management plans for TSAs).

Rationale

This policy direction emphasizes that wilderness management produces human values and benefits while preserving wilderness character in B.C.'s diverse and unique natural environments (Principle #3). This policy encourages both interagency provincial level overview studies, and target the Forest Service's IRM process as mechanisms for articulating views and establishing priorities regarding the geographic distribution of wilderness.

8.4 Mining in wilderness

Background

The *Forest Act* specifically does not prohibit mineral, gas and petroleum exploration and development in either designated wilderness areas (Section 2.0) or areas zoned for their wilderness values. The only mechanism for prohibiting the issuance of subsurface titles and subsequent exploration in wilderness areas is through the establishment of mineral reserves that preclude claim-staking under the *Mineral Tenure Act* or, in the case of coal, petroleum and natural gas, the removal of areas from disposition prior to the issuance of coal licences or petroleum and natural gas permits.

Except for the requirements of the *Environment and Land Use Act*, the authority for regulating the mining and petroleum and natural gas industry rests mainly with the Ministry of Energy, Mines and Petroleum Resources (MEMPR). MEMPR exercises its authority by approving exploration programs and granting tenures under the *Petroleum and Natural Gas Act* and the *Geothermal Resources Act*. MEMPR also exercises its authority under the *Mineral Tenure Act* and *Mines Act* and associated regulations and guidelines by:

- issuing free miner certificates;
- registering mineral claims and leases;
- establishing Mineral Reserves where necessary;
- administering mineral and coal exploration permits and procedures as set forth in the *Guidelines for Mineral Exploration* and the *Guidelines for Coal Exploration;*
- issuing reclamation permits, holding security bonds to ensure reclamation work is completed, and providing inspection;
- administering the Mine Development Review Process; and
- working with other land management agencies, such as those managing recreation areas and wilderness areas, during mineral exploration and mine development to reduce land use conflicts.

Managing Wilderness

Forest Service authority regarding mining in wilderness is limited to the question of "how" rather than "whether" mining activities may occur. Under the authority of the *Forest Act*, the Forest Service issues permits for the location of access roads and the cutting and disposal of trees along road right-of-ways. Additional permit(s) may be required under regulations established under the authority of Section 5.1 of the *Forest Act* for designated wilderness areas. The Forest Service participates in MEMPR referrals, including the Mine Development Review Process. There is the need to assess both mining and wilderness values and to minimize potential conflicts between mining and wilderness activities and opportunities in provincial forests.

Policy direction

- to use the Forest Service integrated resource management process to ensure that areas considered for their wilderness values take into account all known subsurface values, including subsurface resource potential, in consultation with MEMPR before recommendations or decisions are made;
- to use Forest Service and MEMPR legislation, guidelines and procedures in the planning and management of exploration and extractive activities in areas recognized and managed for their wilderness values;
- to work cooperatively with MEMPR in establishing mineral reserves that preclude claim-staking or establish conditional reserves for selected areas, where conditions warrant, to protect critical wilderness values;
- to coordinate Forest Service and MEMPR objectives and activities in provincial forests, including areas either designated or zoned for their wilderness values, by implementing the procedures shown in Table 3; and
- to develop a joint protocol agreement between the Forest Service and MEMPR concerning the management of mineral resources in designated wilderness areas, and areas recognized for their wilderness values.

Rationale

This policy direction emphasizes the use of existing legislation, guidelines and procedures, including IRM planning processes, to minimize potential conflicts between mining and wilderness resources, and encourages the development of a joint protocol agreement between Forest Service/MEMPR concerning the management of mineral resources in designated wilderness areas.

Table 3: Mining in Provincial Forests Including Designated Wilderness Areas

Major steps	Enabling legislation	Procedure	Forest Service involvement
• Mineral/Coal tenure	• **Mineral Tenure Act** • **Coal Act**	• claim registered with MEMPR	
• Mineral/Coal exploration	• **Mines Act** • **Coal Act** • **Forest Act**	• MEMPR referral to other agencies • reclamation permit required	• review and recommendation • setting of conditions, bonding and issuance of permits
• Mine development review	• **Environment & Land Use Act**	• interagency review • provision for public review • Cabinet approval	• review and recommendation
• Mine construction	• **Mines Act** • numerous other acts	• special permits required from regulatory agencies	• setting of conditions, bonding and issuance of permits
• Reclamation	• **Mines Act**	• interagency review • reclamation permit must be approved by MEMPR prior to mine operations	• review and recommendation • joint inspection with MEMPR

8.5 Impact of wilderness on the forestry industry

Background

The *Forest Act* specifically prohibits commercial logging in designated wilderness areas (Section 2.0). This does not include the possible cutting of trees for management purposes such as for reasons of safety, trail clearing or fire and pest management (Section 8.8).

According to the *Forest and Range Resource Analysis (1984)*, only about a quarter of the provincial forest land base has commercial timber or productive timber growing sites. The other three quarters is considered to be free of commercial timber or productive sites. However, roads required to access the commercial timber land base will affect the wilderness values in many of these non-commercial areas.

Any wilderness designations which included areas not occupied by commercial timber or productive sites would represent no loss of timber land base, notwithstanding reassessments of timber values. There are many areas that are currently considered to have wilderness values but no timber values. These areas represent no apparent conflict between timber and wilderness values.

There are some areas that have both timber and wilderness values. Any wilderness designations that included these areas would impact on the forest industry by removing timber volumes and growth potentials from the timber land base. For these designations, compensation of foregone timber values may be required or warranted in accordance with the *Forest Act*.

At present, there is considerable conflict between timber and non-timber uses of provincial forests. It has been suggested by foresters and wilderness advocates alike that a more comprehensive land use strategy, where both the required working timber lands and the needed wilderness resources would be recognized, might reduce the present level of conflict. This would suggest a possible win-win situation regarding the impact of wilderness designation on the forest industry.

Policy direction

- to apply the concepts and principles of integrated resource management, and to use the ministry's existing integrated resource planning (IRM) processes to ensure that any alienations from the timber land base through wilderness protection occur only after full assessment of all resource (and related employment) values (Section 6.0), including timber values;
- to make full use of the TSA planning process (in which timber licensees participate through TSA Steering Committees) and the TFL planning process (in which the TFL licensee exercises the lead planning role), which include provisions for public involvement, to ensure that all resource values including wilderness are assessed and considered, and that timber licensees have the opportunity to review and comment on wilderness designation proposals that would affect their operations;
- to keep timber licensees informed of any wilderness proposals that may be received by the Forest Service external to the TSA or TFL planning processes and that stand to affect their operations;
- to encourage the development of a land use strategy where regional resource priorities (consistent with IRM level 2) can be determined; and
- to recognize the important role and contribution of the forest industry in the overall management of forest resources, including forest and wilderness oriented recreation, and to encourage its involvement and solicit its expertise in the management of areas zoned or designated for their wilderness values.

Rationale

This policy direction emphasizes the application of the Forest Service's integrated resource management mandate and the use of its established integrated resource planning processes to ensure licensee notification of, and participation in, the identification, assessment and comparison of timber and wilderness values.

This policy emphasizes the opportunity which is available to the forest industry to assist the ministry in managing wilderness proactively rather than reactively, and further encourages the development of a comprehensive land use strategy.

8.6 Access management

Background

Access management is key to wilderness management. A manager's ability to retain the naturalness of wilderness and provide the opportunity for a wilderness experience depends upon how access and motorized use is managed.

Opportunities to regulate motorized use rest with a number of federal and provincial *Acts*. Motorized use can be controlled or prohibited under the authority of the *Canada Shipping Act* for navigable waters, and under the *Aeronautics Act* for airspace. The regulation of motorized use on provincial Crown land is possible through the *Land Act* and the *Forest Act* for designated wilderness areas.

Under existing legislation, subsurface resource activities, including the construction of roads (if

required) and the use of motorized vehicles, may be allowed in designated wilderness areas.

The Forest Service integrated resource management (IRM) of provincial forests allows for the setting of Recreational Opportunity Spectrum (ROS) objectives that provide for a mosaic of uses. These range from motorized use on roaded resource lands (which include areas with "primitive" four-wheel drive roads and ATV use), to controlled motorized use on semi-primitive motorized (SPM) lands, to non-motorized use in a natural setting on semi-primitive non-motorized (SPNM) and primitive (P) lands. The application of IRM in establishing these objectives provides for public involvement (Section 8.1) including consultation with public and commercial recreation users. Wilderness resources represent the primitive and semi-primitive end of this spectrum of opportunities.

The management and regulation of motorized uses, in both designated wilderness areas and areas recognized (zoned) for their wilderness values will therefore be initially established by setting ROS objectives in IRM plans, including Wilderness Management Plans.

These objectives will, in effect, further zone these areas by recognizing a controlled motorized use zone as SPM, and non-motorized use zones as either P or SPNM.

Policy direction

To use the regulatory authority of the *Forest Act*:

- to prohibit public roads in designated wilderness areas;
- to require that all roads required for mining activities be closed to the public and be reclaimed in accordance with MEMPR guidelines and the establishment of performance bonds (Section 8.4);
- to use the Forest Service Coordinated Access Management Planning (CAMP) process to protect wilderness values;
- to set ROS objectives in IRM plans that guide the management of motorized access in wilderness, including Wilderness Management Plans for designated wilderness areas;
- to restrict use of motorized vehicles on land in designated wilderness areas as specified by a Wilderness Management Plan;
- to work cooperatively with Transport Canada and resource users (including the B.C. Aviation Council) and recommend appropriate regulations concerning motorized use of navigable waters;
- to encourage Transport Canada to include a Notice to Aviators that identifies where sensitive wilderness values should be respected by flying at high elevation; and
- to control flight paths, and time and frequency of operation, within wilderness for permitted uses (e.g. where an aircraft lands in protected wilderness) as a condition of a permit where reasonable as specified in a Wilderness Management Plan.

Rationale

This policy direction emphasizes that provincial forest wilderness areas should be predominantly roadless and non-motorized tracts of land (Principle #1) , while recognizing that legislation allows industrial access for subsurface exploration and development.

This policy emphasizes that motorized access (including ATV's, snowmobiles, airplanes, helicopters and motorized boats or rafts) would be the exception rather than the rule, while enabling restricted motorized access (including float or ski plane landings in remote areas, motor assisted wild river rafts, fishing with the aid of small horsepower boats and other potentially compatible uses) to be permitted in specific areas where indicated in a Wilderness Management Plan.

8.7 Commercial and public recreational use

Background

Both commercial and public recreational uses occur in wilderness. Commercial recreation uses can provide unique opportunities for wilderness experiences for both residents and non-residents. However, some commercial or public uses may be incompatible with wilderness or may be in conflict with each other. Wilderness management is therefore needed to preserve naturalness and opportunities for solitude, while providing for recreational use and enjoyment (Principle #3).

Policy direction

- to allow, in principle, both commercial and public recreational uses in a designated wilderness area, provided that:
- the commercial or public use is compatible with wilderness as established in a Wilderness Management Plan;
- the method of delivery of the commercial service or the public use etiquette is consistent with a Wilderness Management Plan;
- traditional uses, either commercial or public, are recognized and conflicts between uses are minimized by encouraging the separation of uses into different areas, times or seasons;
- specific, established uses that are considered incompatible with wilderness are either allowed to continue or phased out in accordance with a Wilderness Management Plan;
- expansion of commercial operations or increases in permitted public use levels are consistent with a Wilderness Management Plan;
- facilities are limited to those protecting the wilderness environment and those providing for safety and sanitation (e.g. trails, signs, primitive campsites)

except where existing facilities (e.g. cabins) are recognized in a Wilderness Management Plan; and
- to apply the same principles (above) for managing commercial and public recreation use in areas recognized (zoned) for their wilderness values through the use of appropriate IRM plans (e.g. for TSAs/TFLs, or LRUP); and
- to administer commercial recreational use in wilderness through land-tenuring by the Ministry of Crown Lands, and through resource-tenuring over areas by the Ministry of Environment (e.g. guide outfitters) or other appropriate agencies in accordance with their policies and procedures for commercial backcountry recreational use.

Rationale

This policy direction establishes that provincial forest wilderness areas are for both commercial and public recreational use, where such uses are compatible with wilderness and consistent with a Wilderness Management Plan.

This policy gives direction on how to minimize use conflicts by recognizing traditional uses, encouraging separation of conflicting uses and targetting the Wilderness Management Plan and other Forest Service IRM plans as the primary tools for conflict resolution.

This policy emphasizes the opportunity which is available to public and commercial recreation users, the tourism industry and other agencies, to assist the Forest Service in managing wilderness proactively rather than reactively.

8.8 Fire and pest management

Background

On the one hand, the preservation of ecological systems and the retention of naturalness are inherent in the meaning of wilderness and basic objectives of wilderness management. Wildfires and pest outbreaks are natural occurences and some North American approaches to wilderness management include under certain specified conditions "let-burn" fire management policies and "no action" pest management policies.

On the other hand, wildfires and pest outbreaks impact on other, more socially oriented, aspects of wilderness. Furthermore, wildfires or pest outbreaks which originate in a wilderness area may spread to adjacent areas and impact negatively on the management objectives of those areas.

The Forest Service's current fire management policy is that "... all wildfires, regardless of cause, will be subjected to immediate and vigorous initial attack". Initial attack may, however, be delayed, suspended, or withdrawn under various conditions.

The Forest Service's current pest management policy is not as specific, but provides for "... the application of pest control measures for optimum effect and the use of strategies with the least adverse social and environmental impacts".

Decisions made regarding fire and pest management are among the most important in determining whether or how wilderness values will be affected. Possible fire management strategies include:

- fire exclusion by suppression;
- fire inclusion through no action;
- initial attack and modified project fire suppression; and
- use of prescribed fire.

Possible pest management objectives include:

- action against all pest occurrences;
- action against mobile pests only (for example, bark beetles and defoliators versus root rots); and
- no action.

Policy direction

- to require fire and pest management strategies, including joint agreements with other agencies where required, to be identified in all Wilderness Management Plans and, whenever possible, in other areas recognized for their wilderness values;
- to base fire and pest management strategies on the particular conditions and objectives of each wilderness and its adjacent land uses;
- to allow salvage operations for fire, insect or disease-killed timber or blow down in wilderness if public safety or adjacent commercial timber are threatened or if such actions are in the public interest, and to require such actions (if deemed necessary) to be addressed in a Wilderness Management Plan; and
- to carry out fire and pest management activities, if undertaken, in such a manner as to minimize environmental and social impacts, or to maintain wilderness values.

Rationale

This policy direction emphasizes flexibility and local needs in an area where conditions are site-specific, knowledge of the consequences of management action is often lacking and attitudes are in their formative stages.

8.9 Fish and wildlife management

Background

Fish and wildlife resources are an integral part of wilderness. Preservation of wilderness may be needed to protect critical wildlife populations, including endangered species, and to maintain

biological diversity, gene pools and laboratories for biological research. Fishing, hunting, wildlife viewing and trapping are traditional wilderness activities.

The Forest Service has the mandate for managing provincial forest wilderness resources. The Ministry of Environment (MoE) has the mandate for managing provincial forest fish and wildlife resources.

Policy direction

- to recognize the role of wilderness management in the protection of fish and wildlife resources, both locally and globally;
- to recognize that each Wilderness Management Plan needs appropriate fish and wildlife strategies that reflect the unique conditions in each designated wilderness area;
- to allow sports fishing, hunting, wildlife viewing, and the continuation of existing trap lines in designated wilderness areas, subject to provincial and federal fish and wildlife laws and regulations;
- to allow modifications of fish and wildlife habitats and populations that are intended to emulate natural processes (such as use of prescribed fire where wildfires have been suppressed) in designated wilderness areas, except as required for reasons of public safety, welfare of the populations or protection of resource values in the adjacent areas;
- to apply the same principles (above) in areas recognized (zoned) for their wilderness values through various IRM plans (e.g. for TSAs, TFLs or LRUP);
- to work cooperatively with other agencies, primarily the Recreational Fisheries and Wildlife Branches of MoE, in managing recreational use so that the fish, wildlife and wilderness objectives of all agencies are met; and
- to provide for Wildlife Management Area (WMA) designation in a provincial forest wilderness area by following these steps:
  - designation of the area as a provincial forest wilderness area under the *Forest Act*;
  - initiation of the preparation of a Wilderness Management Plan (Section 7.2);
  - receipt as input of a WMA Management Plan for appropriate portions of the wilderness area in accordance with MoE draft policy on WMA's; and
  - recommendation to Cabinet regarding WMA designation under the *Wildlife Act*.

Rationale

This policy direction would emphasize the inseparability of fish, wildlife and wilderness resources (Principle #2) and the complimentary roles of the Forest Service and MoE in managing these resources. This policy would recognize that benefits are derived through both the protection and use of these resources. This policy acknowledges that fishing, hunting and trapping are traditional wilderness activities, and that objectives for the management of fish and wildlife habitat are normally compatible with the objectives for maintaining wilderness character, or can usually be made so with careful planning. This policy is consistent with MoE draft policy on Wildlife Management Areas.

8.10 Range management

Background

Range lands occur extensively throughout the province's existing wilderness. In some of B.C.'s wilderness, ranchers and guide outfitters hold tenures allowing them to use the forage for grazing livestock and horses. There is also non-tenured use of forage in wilderness associated with the increasing commercial and public recreational use of these areas.

Policy direction

- to require range management strategies to be identified in all Wilderness Management Plans;
- to allow existing tenured grazing of cattle and sheep in designated wilderness areas, provided that such uses are compatible with wilderness and consistent with a Wilderness Management Plan;
- to allow new cattle and sheep grazing permits or licences in designated wilderness areas where such tenures are compatible with the management objectives of the area;
- to allow recreational horse use in designated wilderness areas provided that such uses are compatible with wilderness and consistent with a Wilderness Management Plan; and
- to apply the same principles (above) in areas recognized (zoned) for their wilderness values through various IRM plans (e.g. for TSAs/TFLs, or LRUP).

Rationale

This policy direction recognizes that livestock grazing and recreational horse use occur in wilderness, and may be compatible uses of forage in wilderness areas. This policy targets the Wilderness Management Plan as the primary tool for conflict resolution. Issuance of new grazing tenures would be restricted if there were anticipated conflicts with wilderness management objectives.

8.11 Cultural and heritage values

Background

The Forest Service has no authority to adjudicate land claim issues in provincial forests. Wilderness lands

may play an important part in traditional native cultures, lifestyles and social system. Heritage values of archaeological or historical significance are often present. Cultural and heritage values can contribute to the wilderness experience and are an important consideration in wilderness management.

Policy direction

- to recognize traditional social and cultural uses in managing the provincial forest wilderness resource;
- to work cooperatively with other agencies, particularly the Ministry of Municipal Affairs, Recreation and Culture, to identify cultural and heritage values; and
- to recognize that strategies for the identification and protection of cultural and heritage values in designated wilderness areas are needed in all Wilderness Management Plans.

Rationale

This policy direction emphasizes that cultural, heritage and wilderness values are inseparable (Principle #2). This policy directs the ministry to cooperate with the agencies responsible for the management of these resources and to document in the Wilderness Management Plan the considerations given to them.

8.12 Information and education

Background

The recognition and management of wilderness as a distinctive resource is a new explicit responsibility in the Forest Service integrated resource management (IRM) of Provincial forests. Public and agency attitudes and expectations are still in the formative stages. Perceptions of what wilderness is and what types of management are appropriate vary widely. Public information and education can be used to communicate management intent, to warn of inherent or unusual risk in wilderness travel, and to foster in users a wilderness ethic. This can be accomplished by increasing public understanding and appreciation of B.C.'s wilderness resource, its sensitivity to use, and methods of low impact wilderness use.

Most wilderness visitors want to do the right things and they will, given a basic understanding of the problem. A basic understanding of wilderness values and area ecology will help users make appropriate choices that protect wilderness values.

Policy direction

- to develop information and education programs on wilderness to assist the Forest Service in implementing its wilderness program and in managing areas recognized for their wilderness values;
- to encourage active public involvement in Forest Service IRM plans, including Wilderness Management Plans for all designated wilderness areas, as a key means of information and education;
- to encourage the use of information and education as a means of managing use and behaviour in areas recognized for their wilderness values;
- to inform and educate users about inherent and unusual risk in wilderness travel;
- to work cooperatively with other agencies to encourage commercial wilderness operators to serve as role models and educate their clients in wilderness ethics; and
- to encourage organized user groups to play a role in information and education dispersal to their members and the public.

Rationale

This policy direction emphasizes that information and education are an essential part of the Forest Service wilderness program and are the primary means of managing wilderness use.

This policy emphasizes the inherent risk in wilderness travel and is consistent with ministry policies and government direction regarding liability (Section 8.13).

This policy recognizes the practical difficulties and high administrative costs of legal enforcement, and is an application of the principle of minimum regulation (Principle #7).

8.13 Liability

Background

Where there is risk, there is liability. Wilderness travel in designated wilderness areas is no exception. To the extent that liability and any statutes, policies and guidelines for dealing with it are the responsibility of government at large, the issue of liability is beyond the scope of this paper. However, the Forest Service can and does take steps to manage all uses of provincial forests with health, safety and environmental quality in mind.

Policy direction

- to ensure that reasonable care is taken to inform the public about inherent and unusual risk in wilderness travel;
- to ensure that any Forest Service facilities that may be constructed and maintained meet reasonable standards of health, safety and environmental quality; and
- to encourage commercial wilderness operations meet reasonable standards of health, safety and environmental quality.

Rationale

This policy direction emphasizes the inherent risk in wilderness travel (Section 8.12). This policy is consistent with ministry policies and government direction regarding liability - namely, that "reasonable care" must be exercised by the responsible agency.

9.0 Synopsis

This paper sets forth a wide range of policy covering diverse aspects of a complex and sometimes intangible subject. The various policy statements which are presented in Sections 3.0-8.0 can be assessed and understood individually and in their own right. It is, however, another matter to visualize the bigger picture. In which direction does this policy framework steer the ship?

The *Forest Act* recognizes two distinct types of provincial forest wilderness (Section 2.0). Wilderness may either be administratively recognized and zoned, or designated as a "wilderness area" through OIC. Wilderness will be administratively recognized by the Forest Service in its integrated resource management (IRM) plans through setting of Recreation Opportunity Spectrum (ROS) objectives (i.e. determining which areas will be managed for their primitive and semi-primitive opportunities), and through Resource Emphasis Area maps in resource management plans (e.g. for TSAs). The Forest Service, through IRM, may recommend to Cabinet that certain areas be designated as OIC wilderness areas through a kind of local resource use planning process called the wilderness assessment and designation process (Section 6.3).

These two types of recognized wilderness will be managed similarly. The main difference in policy is that a Wilderness Management Plan must be developed for OIC designated wilderness areas. Additional protection is afforded designated wilderness areas in that specific regulations can be prepared for these areas, and an OIC is required before boundaries are changed or an area is deleted.

Two models of the Forest Service wilderness program are presented to summarize the overall intent and direction of this policy framework.

One model, the Wilderness Opportunity Spectrum shown in Figure 1, conceptualizes the program from the point of view of the wilderness user.

The other model, the Wilderness Resource Spectrum shown in Figure 2, conceptualizes the program from the point of view of the resource manager.

In each model the Forest Service wilderness program is cast in the broader context of other wilderness programs and other resource programs.

The Wilderness Opportunity Spectrum, with user choice at the centre, shows the types and qualities of wilderness opportunity that a user could expect from different programs, including the Forest Service wilderness program.

Provincial forest wilderness refers to both types of recognized wilderness in this model. Wilderness opportunity is expressed in terms of access, facilities and permitted uses. For example, in provincial forest wilderness, a user could expect to find no public roads, restricted motorized use, limited facilities, low levels of dispersed use, and no logging but possible mining activities.

With regards to motorized use, for example, the user could expect this use to be restricted in provincial forest wilderness and essentially unrestricted in provincial forests outside of wilderness.

This model shows how the various wilderness programs in the mosaic are both distinctive and complimentary. It also shows how each program not only provides its own opportunities, but also contributes to the diversity of opportunity as seen by the user. Providing a diversity of opportunity is a cornerstone of recreation management, especially for managing a resource such as wilderness about which people have such individual and personal views.

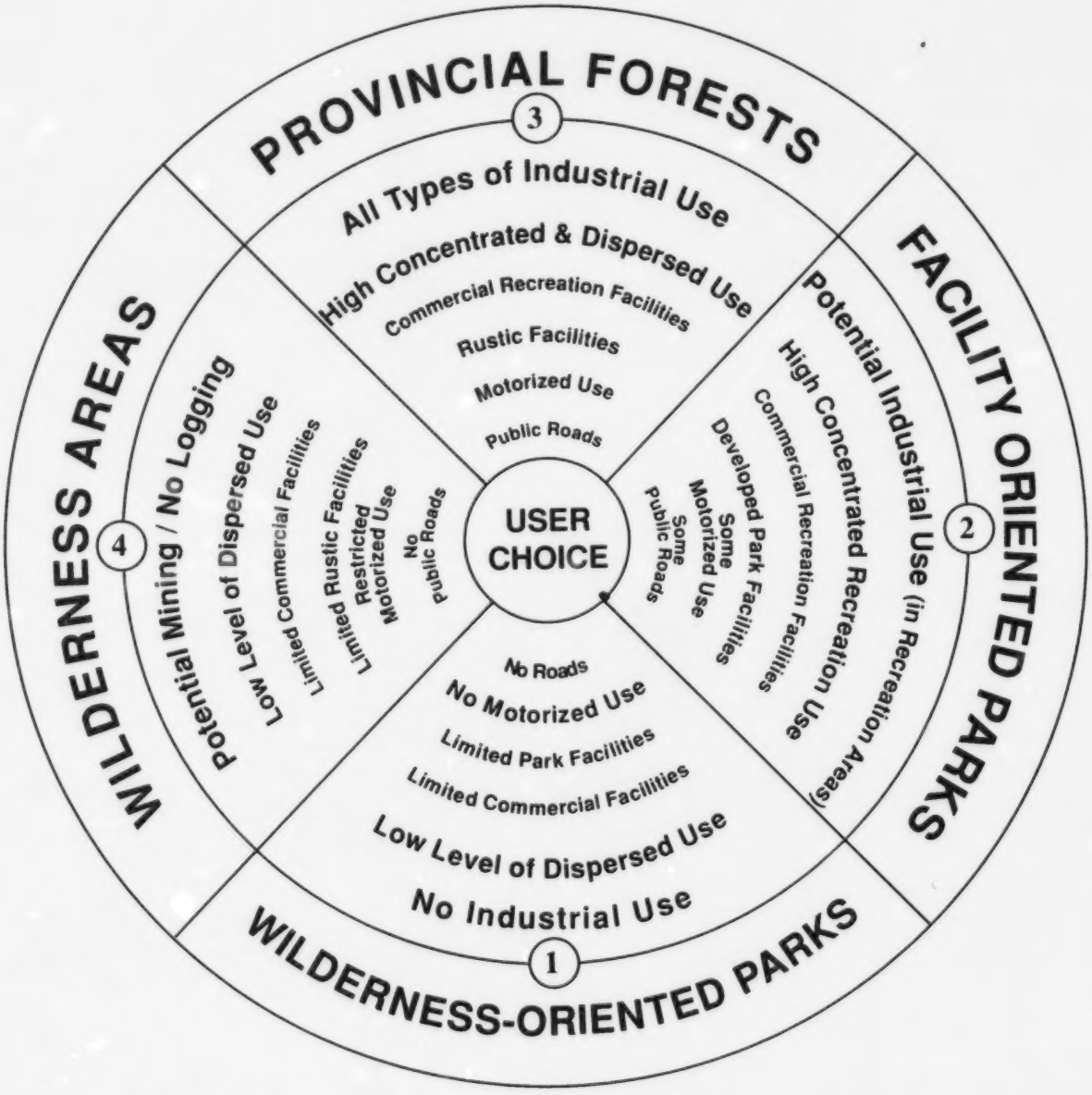
The Wilderness Resource Spectrum displays the manager's repertoire of land use designations along a spectrum of land uses.

The provincial forest wilderness area, for example, is not a suitable designation for industrial emphasis since commercial logging is prohibited. Likewise, it is not a suitable designation for exclusively recreation and conservation since mining is permitted. Furthermore, it is not a suitable designation for exclusively preservation, as for example the Ecological Reserve designation, since commercial and public recreational uses are permitted.

It should be noted that Recreation Corridor is a "program" rather than a "designation". Recreation Corridor "status" encompasses a variety of possible designations ranging from administrative notation of interest in recreation to provincial park.

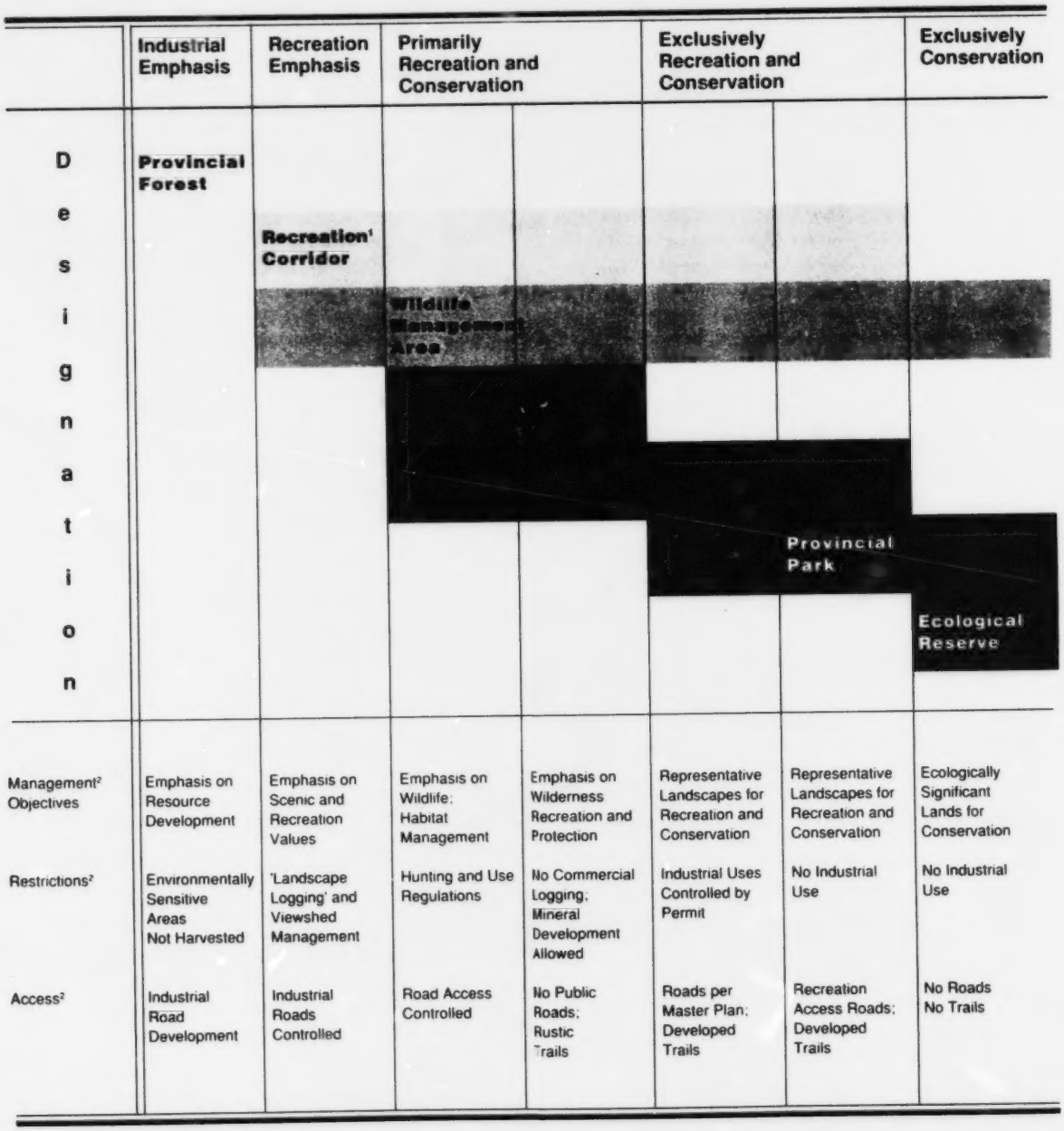
The policy framework, as presented through this paper and conceptualized in the Wilderness Opportunity Spectrum and Wilderness Resource Spectrum models, is intended to interpret the new wilderness legislation and guide resource managers in how they could use provincial forest wilderness within the integrated resource management process.

Figure 1. The Wilderness Oppurtunity Spectrum Model



1. Includes Purcell Wilderness Conservancy, ecological reserves, wilderness and nature conservancy zones in provincial parks.
2. Includes development zones in provincial parks and development and integrated use zones in recreation areas.
3. Includes provincial forests exclusive of designated or recognized wilderness (see below).
4. Includes designated provincial forest wilderness areas, and administratively recognized and zoned wilderness (through IRM planning) in provincial forests.

Figure 2. The Wilderness Resource Spectrum Model



1. *Not a designation.*
   Includes a range of possible designations.

2. *These are examples only for typical areas.*

Glossary

B.C. Parks Systems Plan. The strategic plan of the Ministry of Parks. This plan identifies the additions to the existing provincial park system which are considered necessary to complete the park system objective of protecting representative examples of each of B.C.'s significant biophysical landscapes. Park Master plans are done for individual park areas.

Carrying capacity. A management concept borrowed from the biological sciences and applied to recreation management. This concept recognizes a maximum level of recreational use above which environmental or social impact exceeds limits of acceptable change and recreation experiences and satisfaction are diminished.

Commercial recreation. The provision of recreation experiences and services by a private operator. Includes guide outfitting, heliskiing, etc.

Compatible uses. Activities which are in harmony with social and environmental needs and constraints and consistent with an approved management plan. Uses which do not conflict with other uses and which, by implication, are "acceptable".

Coordinated Access Management Planning (CAMP). A Forest Service planning process to identify road access, road closures, and other access requirements to achieve integrated use objectives for a Forest District. The CAMP process includes public involvement, and is a key component of recreation and wilderness management.

Heritage Resources. "Heritage" means of historic, architectural, archaeological, paleontological or scenic significance to the Province or a municipality *(Heritage Conservation Act).* Archaeological resources consist of the physical remains of past human activity.

Integrated resource management. A decision-making process whereby all resources are identified, assessed and compared before land use or resource management decisions are made. The decisions themselves, whether to approve a plan or carry out an action on the ground, may involve either multiple or single use in a given area. The integrated resource manager, therefore, is the "honest broker" who oversees the resource integration function by providing the processes which enable all resource values to be considered. The application of integrated resource management results in a regional mosaic of land uses and resource priorities that reflects the optimal allocation and scheduling of resource uses.

Local Resource Use Planning (LRUP). One of the five levels of planning in the Forest Service planning framework. Includes Coordinated Resource Management Plans, Community Watershed Plans, Resource Folio Plans, etc. The Wilderness Management Plan is also a type of LRUP.

Management zone. An area identified in a Wilderness Management Plan and given specific management prescriptions, to regulate use or identtify actions required to achieve specific results.

Provincial forests. Lands designated by the Lieutenant Governor in Council under Section 5 of the *Forest Act* and which must be managed and used in accordance with the provisions of that section. Currently about 85% of the province.

Recreation. Any physical or psychological revitalization. Forest oriented recreation, as it pertains to the Forest Service recreation program, includes the use and enjoyment of wilderness, scenic landscapes, cultural and heritage landmarks and developed facilities.

Recreation inventory. The Forest Services' province wide inventory of the provincial forest recreation resource. Includes a feature inventory, landscape inventory, Recreation Opportunity Spectrum inventory and facilities inventory.

Recreation Opportunity Spectrum (ROS). A framework used by forest recreation managers and policy makers which recognizes the diversity of people's motivations and needs for recreation and seeks to provide a diversity of opportunities to meet these needs.

Recreation program. The Forest Service program whose mission is to provide the opportunity for recreation experiences and benefits by protecting, and managing the use of, the provincial forest recreation resource. A sub-program of the recreation program is the wilderness program which addresses one end of the spectrum of recreation values.

Timber Supply Area (TSA). An integrated resource management unit established under Section 6 of the Forest Act, as a revision to and a consolidation of the former Public Sustained Yield Units. The TSA is the land unit with respect to which TSA planning is carried out.

TSA plan. The forest management plan developed for a TSA. The TSA plan establishes the overall direction for the management of the timber, range and recreation (including wilderness) resources under Forest Service jurisdiction in the TSA.

Tree Farm Licence (TFL). An area-based timber tenure established under Section 27 of the Forest Act. A TFL is also a provincial forest and to be managed by the principles of integrated resource management.

TFL Management & Working Plan (M&WP). The forest management plan developed for a TFL as a statutory requirement of the TFL licence.

Wilderness. An area of land generally greater than 1,000 heactare that predominantly retains its natural character and on which the impact of man is transitory, minor and in the long run substantially unnoticeable.

This definition is similar to the primitive and semi-primitive (motorized and non-motorized) ROS classes. The collective direction provided in this policy further defines wilderness as a legal entity under the *Forest Act*.

The term "wilderness" is used in different ways to describe its current status or condition. In order to minimize confusion in provincial forests, the following terms are used:

Wilderness areas. A part of the provincial forest designated by O.I.C. as a wilderness area under authority of Section 5.1 of the Forest Act.

Recognized wilderness. Areas which have been administratively recognized or zoned as wilderness (as provided for under Section 5(4) of the Forest Act) through approved integrated resource management plans.

Unprotected wilderness. Areas that are not either designated as a wilderness area or administratively recognized as wilderness but currently meet the definition of wilderness.

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